

Message Text

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TO AMEMBASSY PARIS IMMEDIATE

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E.O. 11652: N/A

TAGS: AORG, UNESCO

SUBJECT: 95TH EXECUTIVE BOARD:GUIDANCE FOR DISCUSSION
OF ITEMS 3.3, AND 3.4: MEDIUM-TERM PLANNING IN RELATION TO
BIENNIAL PROGRAM AND BUDGET

REF: PARIS 22093

1. DEL SHOULD EMPHASIZE IMPORTANCE OF ROLLING OVER SYSTEM
REFLECTED IN U. S. FLOW CHART AND TIME-TABLE MOOTED BY
SPECIAL COMMITTEE (REFTEL) IN PERMITTING LONG-TERM PLANNING
FOR AS EXTENDED A PERIOD AS NECESSARY, COMBINED WITH MEANS
OF DEVELOPING PROGRAM STEPS WHICH BECOME INCREASINGLY
REFINED AND READJUSTED IN THE LIGHT OF EXPERIENCE AS THE
TIME FOR THEIR ACTUAL IMPLEMENTATION COMES CLOSER. SYSTEM
PERMITS AT REGULAR INTERVALS CHANGES IN DIRECTION OR
PRIORITIES IN EVENT PROGRAMS PROVE UNWORKABLE OR UNDESIRABLE
IF INCREASING OR DECREASING EMPHASIS IS INDICATED. IT
PERMITS THE ESTABLISHMENT OF PRIORITIES BETWEEN PROGRAMS
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BASED ON QUANTIFIABLE MEASUREMENTS AND, MOST IMPORTANTLY,

IT PROVIDES MEMBERS WITH THE TOOLS TO REVIEW THE OVERALL PROGRAMS AND RELATIVE IMPORTANCE IT ASCRIBES TO THEM AND MEASURE THE SECRETARIAT'S SUCCESS IN FULFILLING ITS WISHES.

2. BASIC TOOLS INVOLVED IN THIS PROCESS ARE THE BIENNIAL PROGRAM/BUDGET (C/5), THE SIX-YEAR MEDIUM-TERM PLAN (C/4) AND THE DG'S PERIODIC REPORT. THESE HAVE TRADITIONALLY

BEEN SEPARATE DOCUMENTS, BUT OTHER COMBINATIONS AND FORMATS MIGHT MAKE THESE TOOLS EASIER TO WORK WITH. (ONE OBVIOUS POSSIBILITY THAT COMES TO MIND IS A SINGLE DOCUMENT DIVIDED, WITHIN EACH OBJECTIVE, BY VERTICAL COLUMNS, ACCORDING TO TIME PERIODS.)

3. MEDIUM-TERM PLAN: (A) SHOULD IDEALLY DESCRIBE THOSE GLOBAL PROBLEMS OR NEEDS (I.E. UNESCO'S LONG-RANGE GOALS), IN BOTH QUALITATIVE AND QUANTITATIVE TERMS, WHICH ARE WITHIN THE SCOPE OF UNESCO'S FUNCTIONS; (B) PROCEEDING FROM THE DESCRIPTION OF PROBLEMS, OBJECTIVES SHOULD BE POSTULATED IN TERMS OF: (1) SPECIFIC TWO-YEAR TIME FRAMES IN WHICH RESOURCES WILL BE COMMITTED TOWARDS ACHIEVEMENT OF OBJECTIVES; MAY EXTEND BEYOND THE PERIOD COVERED IN THE CURRENT MEDIUM-TERM PLAN. (2) SPECIFIC QUANTIFICATIONS, TO EXTENT POSSIBLE, OF RESULTS EXPECTED IN WORKING TOWARDS OBJECTIVES AS WELL AS RELEVANT QUALITATIVE FACTORS. (3) ESTIMATED RANGE OF ASSESSED BUDGET RESOURCES REQUIRED TO ACHIEVE OBJECTIVES; IN PART, AT LEAST, A REFLECTION OF RELATIVE PRIORITIES. (4) INDICATION OF PROGRAMS RELEVANT TO THE ACHIEVEMENT OF THE OBJECTIVES, WITH PROPOSED TRENDS IN TERMS OF PERCENTAGE CHANGES IN RESOURCES ALLOCATED TO PROGRAMS; (C) INTERMEDIATE STAGE OBJECTIVES ARE BOTH OBJECTIVES OF A PARTICULAR BIENNIAL BUDGET AND MEANS TOWARDS REACHING THE LONGER RANGE OBJECTIVE OF THE MEDIUM-TERM PLAN. IN TURN, SOME OBJECTIVES CONTAINED IN THE MEDIUM-TERM PLAN ARE IN THE NATURE OF INTERMEDIATE OBJECTIVES OR MEANS IN RELATION TO BASIC GOALS; (D) THE PREPARATION OF THE MEDIUM-TERM PLAN, IDEALLY SUPPORTED BY ANALYTICAL ISSUES PAPERS RELATING TO GLOBAL PROBLEMS, - - - IS THE RESPONSIBILITY OF THE SECRETARIAT BUT SHOULD BE BASED ON MEMBERS' CONTRIBUTIONS.

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THE SECRETARIAT SHOULD ATTEMPT TO INDICATE ORDERS OF PRIORITIES AMONG THE OBJECTIVES AND SHOULD ALSO INDICATE WHAT PROPOSALS SUBMITTED BY MEMBERS WERE REJECTED AND FOR WHAT REASONS; (E) THE REVIEW, MODIFICATION AND APPROVAL OF THE MEDIUM-TERM PLAN BY THE EXECUTIVE BOARD, IN THE FIRST INSTANCE, AND, ULTIMATELY, BY THE GENERAL CONFERENCE, SHOULD PROVIDE SOME CONTINUING INDICATION OF -PRIORITIES AMONG THE VARIOUS OBJECTIVES AND SHOULD SERVE TO:

(1) PROVIDE THE SECRETARIAT WITH GENERAL GUIDANCE IN DRAWING UP THE BIENNIAL BUDGETS IN A MANNER CONSISTENT WITH THE MEDIUM-TERM OBJECTIVES.

(2) PROVIDE A REFERENCE SCALE FOR MEASURING THE DEGREE OF PROGRESS MADE AT THE END OF THE MEDIUM-TERM PLAN PERIOD TOWARDS THE ATTAINMENT OF OBJECTIVES.

THE ESTABLISHMENT OF BENCHMARKS IS AN ESSENTIAL MEANS OF PROVIDING A BASIS FOR QUANTIFIABLE EVALUATIONS OF PROGRESS, SOMETHING THAT HAS HITHERTO BEEN ALMOST ENTIRELY LACKING. THE DG'S REPORT COULD BE VERY HELPFUL IN THIS RESPECT IF IT INDICATED NOT JUST WHAT HAD BEEN DONE BUT CLEARLY SHOWED HOW THIS COMPARED WITH THE BENCHMARKS THAT HAD BEEN ESTABLISHED FOR THE SPECIFIC TIME PERIOD INVOLVED. HOWEVER, FOR THE REPORT TO BE A PLANNING AS WELL AS AN ARCHIVAL DOCUMENT ITS PREPARATION AND DISTRIBUTION WOULD HAVE TO BE GEARED TO THE OVERALL PLANNING PROCESS SHOWN IN THE U.S. FLOW CHART. (F) THE MEDIUM-TERM PLAN SHOULD HAVE A FIXED DURATION (FOR SIX YEARS); (G) THE MEDIUM-TERM PLAN SHOULD NOT BE PRESENTED WITH THE DEGREE OF DETAIL AND PRECISENESS OF A BUDGET; (H) APPROVAL OF A MEDIUM-TERM PLAN CONTAINING ESTIMATED RANGES OF EXPENDITURES SHOULD NOT BE CONSTRUED AS A BINDING FINANCIAL COMMITMENT BY MEMBER STATES. ONLY THE APPROVAL OF A PARTICULAR BUDGET CARRIES THIS OBLIGATION.

4. PROGRAM BUDGET: (A) CONCEPTUALLY, THE PROGRAM BUDGET REPRESENTS A PROPOSED PLAN OF EXPENDITURES, ARRANGED IN PROGRAM FORMAT AND LINKED TO THE OBJECTIVES OF THE MEDIUM-TERM PLAN IN A CONSISTENT MANNER, REQUIRING APPROVAL AS A FINANCIAL OBLIGATION BY MEMBERS. (B) EACH PROGRAM SHOULD UNCLASSIFIED

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BE FORMULATED IN TERMS OF THE OBJECTIVES OF THE MEDIUM-TERM PLAN AND SERVE AS A PHASE IN THE IMPLEMENTATION OF THE PLAN; (C) OBJECTIVES OF EACH PROGRAM, SUB-PROGRAM AND ACTIVITY SHOULD BE EXPLICITLY DEFINED AND QUANTIFIED; (D) RESOURCE REQUIREMENTS FOR THE PROPOSED PROGRAMS AND SUBSIDIARY COMPONENTS SHOULD BE SPECIFIED; (E) RESOLUTIONS PERTAINING TO PROGRAM ACTIVITIES SHOULD BE INDICATED; (F) ANY ALTERNATIVE PROGRAM ACTIVITIES WHICH WERE SERIOUSLY CONSIDERED IN THE PREPARATION OF THE BUDGET SHOULD BE INDICATED, ALONG WITH THEIR ESTIMATED COSTS; (G) AMOUNT OF TIME ALREADY SPENT AND STILL REQUIRED SHOULD BE INDICATED; (H) PROGRAM ACTIVITIES THAT SERVE MORE THAN ONE OBJECTIVE SHOULD BE CROSS-REFERENCED TO OTHER OBJECTIVES, WITH INDICATION OF PERCENTAGE OF CONTRIBUTION TOWARDS ACHIEVING EACH OBJECTIVE; (I) EXTRA-

BUDGETARY RESOURCES SHOULD BE SHOWN WITH SAME DEGREE OF SPECIFICITY AS ASSESSED-BUDGET FOR ALL PROGRAM ACTIVITIES GEARED TO ATTAINMENT OF OBJECTIVES; (J) ORGANIZATIONAL UNITS PRIMARILY RESPONSIBLE FOR IMPLEMENTING PROGRAM ACTIVITIES SHOULD BE IDENTIFIED; (K) ASSESSED BUDGET FUNDS DIRECTLY SUPPORTING ACTIVITIES ON THE SUB-PROGRAM LEVEL SHOULD BE CONCISELY SUMMARIZED BY CLASS OF MAJOR

EXPENDITURE. ALLOCATION OF INDIRECT COSTS, BASICALLY ADMINISTRATIVE FUNCTIONS, FUNDED FROM THE ASSESSED BUDGET AND RELATING TO THE SUB-PROGRAMS SHOULD BE SHOWN AS ADDITIONAL INFORMATION; (L) COSTS DIRECTLY ATTRIBUTABLE TO POLICY-MAKING BODIES SHOULD BE SEPARATELY SET FORTH AND NOT REALLOCATED AS INDIRECT COSTS OF PROGRAMS.

5. ADOPTION OF AND ADHERENCE TO A REALISTIC PLANNING (FLOW) PROCESS IS KEY TO PREPARATION OF EFFECTIVE, FULLY COORDINATED MEDIUM-TERM AND BIENNIAL PLANNING DOCUMENTS. U. S. "CRITICAL PATH" FLOW CHART HAS SEVERAL IMPORTANT ADVANTAGES OVER CALENDAR PROPOSED BY SPECIAL COMMITTEE (PARA. 3, REFTEL), BUT LATTER IS ACCEPTABLE AS A COMPROMISE NECESSITATED BY DIFFICULTY OF APPLYING CONCEPT FULLY TO FIRST BIENNIUM. IT SHOULD BE MADE CLEAR, HOWEVER, THAT PLANNING PROCESS (PARTICULARLY MEMBERS' PARTICIPATION THEREIN) IS IMPAIRED IF PRELIMINARY C/4 IS NOT AVAILABLE FOR REVIEW BY SPRING BOARD FOLLOWING GC, UNCLASSIFIED

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WHICH WOULD REQUIRE MEMBERS' SUGGESTIONS TO BE SUBMITTED DURING GC OR SHORTLY THEREAFTER.

6. AS INDICATED IN PARA. 4, ABOVE, BOARD WOULD BE CONSIDERABLY ASSISTED IN VETTING DRAFT PLANS DURING SPRING SESSION PRECEDING GC IF DG'S REPORT FOR PRECEDING YEAR, COMPARING ACHIEVEMENTS TO BENCHMARKS, WERE AVAILABLE AT THAT TIME, ASSUMING THAT ORGANIZATIONAL AND INSTITUTIONAL ARRANGEMENTS OF EX BD PERMIT EFFECTIVE QUESTIONING OF SECRETARIAT OFFICIALS RESPONSIBLE FOR PROGRAM IMPLEMENTATION. IT IS TRUE THAT THIS WOULD PLACE PARTICULAR BURDEN ON PERM DELS OF MEMBERS REPRESENTED ON BOARD, BUT IN FINAL ANALYSIS SUCCESS OF THIS ENTERPRISE WILL DEPEND ON QUALITY OF BOARD'S EFFORTS AND ITS ABILITY TO WORK CLOSELY AND EFFECTIVELY WITH SECRETARIAT OFFICIALS. FALL SESSION BEFORE GC WOULD OF COURSE BE OF CRITICAL IMPORTANCE, AND CONSIDERATION SHOULD THEREFORE BE GIVEN TO EXTENDING THIS SESSION AND LIMITING IT, INsofar AS POSSIBLE, TO THE EXAMINATION OF C/4 AND C/5, WITH GC CONVENING IN NOVEMBER RATHER THAN OCTOBER. MAW

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